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MANAGEMENT OF THE SALDANHA BAY MUNICIPALITY

AN OVERARCHING SPACE ECONOMY STRATEGY FOR THE DEVELOPMENT AND MANAGEMENT OF THE SALDANHA BAY MUNICIPALITY



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AN OVERARCHING SPACE ECONOMY STRATEGY FOR THE DEVELOPMENT AND MANAGEMENT OF THE SALDANHA BAY MUNICIPALITY

Preamble

This document sets out a high-level, overarching space economy strategy for the development and management of the Saldanha Bay Municipal area.

The Saldanha Bay municipal jurisdiction includes the major towns of Saldanha and Vredenburg and the smaller villages and settlements of Langebaan, Hopefield, Jacobsbaai, Paternoster and St Helena Bay as well as the surrounding agricultural and nature areas.

The challenges of the area have grown significantly over the last decade. There have been many positive responses to address them, by the community, private and government sectors. Yet, the future looks uncertain. Poverty, joblessness and inequality have not been addressed in a manner that inspires confidence.

Saldanha Bay, with its lagoon, rugged coastline and fynbos and its long-established settlements has a natural and cultural heritage that make it distinctive and special. The area is extremely significant in both the regional and national economy, containing some of the country's key port and rail infrastructure. Yet, it is increasingly a place of poverty, fear and discontent.

There are many reasons for this uncertainty. Politically, there has been discontinuity. While bold plans for broad economic development have been proposed, reviewed and revised, progress has been fitful and skewed. No overarching strategy or plan has emerged that can address issues head-on, across socio-economic, political or interest groupings. In this context, many efforts to address specific issues have had negative consequences on others.

This document is an attempt to begin a process of defining this overarching strategy for Saldanha Bay. It is an attempt to put in place a common platform for the development and management of the larger Saldanha Bay area across narrow or sectoral interests.

Formally, it is intended that the overarching strategy forms part of the Municipality's Integrated Development Plan (IDP) and process. It begins to set strategic direction to revisions of the IDP. Once adopted, it will be the strategy that informs the Municipality's medium term budget and sector plans as contained in the IDP.

It is not a "once-off" or comprehensive document, dealing with every eventuality in the Saldanha Bay area. Rather, it outlines a broad direction against which individual action can be tested for its contribution to other related initiatives, a strategy which will be enriched over time as different individuals and organisations engage with it.

Some things in it, however, are believed fixed. Specifically, it is suggested that Saldanha Bay requires a new "game plan". If we are to overcome our challenges, we have to develop and manage our area differently. We have to start doing what we know is appropriate because of long observation and the substantial bank of research that we have available.

SECTION 1: INTRODUCTION

1.1 Purpose of this document

This document is an attempt to begin to build a strong foundation for the Saldanha Bay Municipality's Integrated Development Plan (IDP), by focusing on the space economy of the area. By space-economy we mean the distribution of settlements (large and small), the activities within them (residential, commercial, institutional, recreational, and so on), and the relationship of these settlements and activities to the infrastructure that connect and support them, and surrounding agriculture and nature areas.

Thus, it is not a final or comprehensive strategy for Saldanha Bay Municipality. Rather, it aims to strengthen the strategic component of the IDP, and specifically how activities and services are organised in space.

1.2 The need for an overarching space economy strategy for Saldanha Bay

For Saldanha Bay Municipality, a firm and shared strategy on how to manage the space economy within its area of jurisdiction into the future has become a priority.

Nationally and provincially, Saldanha Bay Municipality is a significant place for numerous reasons. Various policy documents (including the National Spatial Development Perspective, Provincial Growth and Development Strategy and the Provincial Spatial Development Framework) recognise the potential of Saldanha Bay to grow and provide livelihood opportunities to more people. At the same time, we face serious challenges as a municipality: joblessness, lack of basic services, social disfunctionality and increasing threats to the area's natural environment. There are also perceptions that Saldanha Bay has never delivered on its promises; hopes have been dashed and previous investment initiatives have not delivered on expectations.

We know that responding in an *ad hoc* manner to providing new services, managing existing ones, and making decisions in response to development applications will not work if our true intention is to make the fruits of development available to all our citizens. *Ad hoc* responses will also not make the best use of limited municipal and government resources or harness the energy of the private sector or communities to the maximum.

We need something to guide these decisions and initiatives to ensure that each supports the other. For example, we have to think hard about how to facilitate growth in the number of jobs in Saldanha Bay municipality. We have to think of our strategic advantages for investment, what we have to build upon to broaden economic activity.

We also have to locate new housing opportunities in the best place for residents. For example, in a place where the newly provided houses are not located so far from work and other opportunities that it becomes a drain on family resources because of travel costs.

Further, we have to guide the location and form of growth generally in a manner where valuable agricultural land is maintained, environmentally sensitive areas are conserved and the historical character of our towns and villages can be preserved.

1.3 Existing strategies and plans

At the same time, we have many existing strategies and plans. The problem is that these plans, whether for municipal infrastructure, the Spatial Development Framework (SDF), human settlement, or social services are often prepared in isolation from one another.

Within the broad mandate of municipalities, and the many different services to be delivered, each service focuses on a range of detail issues. Each service also plans within the context of nationally or provincially determined prescripts for the service. In meeting these various demands, the need to integrate the different plans, to make sure that plans and associated implementation work together, follows the same “hymn sheet” is often neglected. This plays itself out at different levels of government and between government – including municipalities – and the community and private sectors.

In terms of the national municipal legal and operational framework, the IDP is the vehicle to achieve integration between planning and service delivery of different services, across spheres of government and between government and the community and private sectors. Much success has been achieved with IDPs over the last number of years – both nationally and in the Province. Importantly, a more rigorous process of planned expenditure by different services has taken root, based on consultation with area-based and interest-based community groupings and individuals.

However, there have also been disappointments. Developing meaningful IDPs has been a challenging task, in Saldanha Bay and elsewhere in the country. In many respects, IDPs have been unable to achieve the ideal of integrated planning and budgeting. Although they record all the associated processes for consultation, and include all the required “content” chapters, they rarely give a clear explanation of the municipality’s future and desired direction.

IDPs are still hampered by a deep-rooted inherited culture in service delivery characterised by an internal focus and sectoral and spatial fragmentation. They often reflect divergent agendas and ways of working. Few contain a coherent longer term view on how to address a municipality’s different focus areas in a manner where the one is not maximised at the expense of another. By and large, most IDPs remain a “folder” of distinct, contradictory programmes and projects.

In the Western Cape Province specifically there has been a concern that IDPs up till now lack a clear spatial “logic” that guides the location of interventions – whether by the government or private sector – in a manner which promotes efficiency in settlements, maximises

opportunity for livelihood creation, and also restructures settlements; bringing those previously excluded closer to opportunities.

Thus, the Western Cape Province has decided to focus its “3rd Generation” IDP support to municipalities – the series of IDPs to be done during the next municipal term-of-office cycle commencing in 2011 – on the municipal “space economy”.

1.4 The space economy focus

There are a number of reasons for selecting the space-economy as entry point.

Firstly, we live our lives in geographic space; how activities and infrastructure are organised in space fundamentally impacts on people’s access to opportunity.

For example, locating housing for poor people far away from work opportunities, which impacts on disposable income, work productivity and transport infrastructure provision. People have to pay a disproportionately high percentage of their incomes to move to and from work, journeys take a long time, and infrastructure and vehicles have to be provided and maintained to transport them. Also, locating business opportunity far from infrastructure increases the cost of products and diminishes the chances of success for large and small businesses. An informal trader or small café owner cannot hope to succeed without basic necessities such as water or a reasonable flow of passers-by.

The Apartheid spatial legacy is the foundation for much of the inequity in society. A primary strategy of Apartheid was to manipulate the space-economy of towns, to provide good opportunities for whites and the rich and to deny opportunities for blacks and the poor. The best land and most viable locations, the best infrastructure and networks, have traditionally been offered to the minority of citizens. Only through restructuring the space-economy of our settlements can we hope to overcome our divided legacy.

Secondly, municipal strategy has over the last decade taken a strong “sectoral” approach. The approach looks at development in sectors such as Local Economic Development Plans, plans for ‘creative industries’, small enterprises, tourism, and so on. Unfortunately, much of this work is silent on the impact of space on specific sectors and has assisted to hide spatial inequity in our settlements. For example, very few, if any, Local Economic Development Plans will look at the relationship between transport infrastructure, economic opportunity and job creation.

Thirdly, municipal government has considerable influence over the space economy of settlements. By virtue of its mandate, local government can determine the nature and location of key infrastructure and where settlement is to occur and where not. Local government cannot grow the economy, but it impacts on economic success through the provision and maintenance of infrastructure and how activities are organised in space.

1.5 Process and participation

The process followed for defining the overarching space economy strategy for Saldanha Bay Municipality took the form of a “Rapid Planning” exercise between Provincial and Municipal officials.

This process is aimed at getting an initial position – fast – on how to direct development and management of the municipal area. In this way provision is made for influencing the decisions of today and the nature of further work in a manner which supports the strategy. Saying that “we do not know” or that decision-making could be guided better in six months time once a lot of detailed work has been completed is no excuse.

Within the short time set for the preparation of the document, an extensive process to canvas public views across a broad spectrum was not undertaken. The work is rooted in national and regional policy objectives – including the National Spatial Development Perspective and Provincial Spatial Development Framework – and draws from various past and present planning and service delivery initiatives of the Municipality. This includes work based on extensive public participation, including the Integrated Development Planning process to date, the process to draft an SDF, extensive work on biosphere planning for the municipal area, and so on.

In the process of finalising a detailed strategy, and sector specific strategies, frameworks and programmes to give effect to it, more extensive public participation initiatives will be undertaken. At this stage, the aim is to put forward a position from local and provincial government as input to further public discussion and participation processes.

Ideally, the proposed position would be that of the public sector as a whole – but the reality is that state-owned entities and some national departments that are hugely influential in the life of Saldanha Bay do not interact with local and provincial government as part of a united public sector. This is a defining challenge that Saldanha Bay needs to address – particularly with Transnet, the Defence Force and the Central Energy Fund/ Petrosa.

SECTION 2: SALDANHA BAY MUNICIPALITY TODAY

2.1 Challenges

Our region and towns – the bigger towns of Saldanha and Vredenburg, smaller villages, farms and impressive coastal landscapes – are imprinted in the minds of many people and nationally and internationally known for environmental richness, history, and cultural heritage. Many have engaged with what we offer, for a period during a visit or a lifetime as a citizen. These engagements have been enormously rich in opportunity and filled with good memories.

We still offer opportunity; we still impress and make inroads in industry of different kinds, and in the tourism sector. As the conduit for bulk iron ore exports (which are huge and are being expanded), Saldanha ranks as one of South Africa's most significant economic nodes. In the Western Cape economy it plays a leading role in the fishing industry and provides an expanding range of port services that complement those of Cape Town's harbour and maritime sector.

Yet, we also appear to be at a crossroads. We appear to be at a point where our challenges are of a nature where if we do not address them now, we can lose what is special about Saldanha Bay. We are approaching a point where many citizens have difficulty – in varying degrees – engaging with their place of residence, learning and work. Some struggle to survive and have no access to safety, a house or a job. Others find it difficult to get to work or drop children at school, given transport problems. Wealth, in itself, does not appear to assist – both the wealthy and poor are affected in different ways.

Much work has been done to ascertain and measure our challenges – whether of a global, regional or local nature. Some of them we all experience on a daily basis; they have become part of our lives. Let us highlight a few:

The environment and heritage ...

Globally, we know that our environment is increasingly under threat in different ways. We also see it in Saldanha Bay.

Development has meant the loss of many kilometers of sensitive coastline, and some pristine nature areas have been scarred or have become less accessible for everyone to enjoy. We have undermined a valuable biodiversity resource, not only as a context for tourism, but also as cultural heritage, a sacred space for healing, and the provider of valuable eco-system services such as clean water, clean air, and erosion prevention.

Our towns are losing its historic character, not only in terms of built form, but also activity.

Unequal access to opportunity ...

We have seen the growth of “exclusively” poor areas, independent of existing settlements and non-residential opportunity. Existing poor areas, already limited in facilities which are often over-utilised and poorly maintained, accommodate all new growth in affordable shelter.

Inadequate shelter ...

We have a current and future “shelter” backlog of close to five thousand units, half of which is for middle and upper income households. For many, proper basic shelter – even if temporary – remains an unattainable dream.

Poverty and joblessness ...

We have not dented unemployment or made significant progress in increasing access to livelihood opportunities for poor families. The high international oil prices are continuously increasing costs in our local economy. Basic food needs cannot be met every day in many hard-pressed households.

We have failed to encourage people to farm again, not only providing food security but producing a surplus that meet the needs of the town.

Crime, fear and mistrust ...

Crime has become serious – also in sacred public places like graveyards and evidence of social disintegration is visible in our streets. The result is mistrust, increased withdrawal into private lives, “gatedness” and failure to work together for a better future.

Stretched municipal resources ...

We have limited municipal resources; our current capital and infrastructure investment budget amounts to some R... million. It is estimated that meeting infrastructure needs for roads, solid waste and sewer services alone over the next five years could amount to over R... million.

An ill-prepared municipal institution ...

The Municipality cannot address Saldanha Bay’s challenges on its own, not only because of limited resources, but also because it doesn’t control all the variables impacting on development and management in the town. The Municipality does not necessarily have the full range of competencies for the task. It remains very much an institution geared to delivering a set of defined services – focused on infrastructure and maintenance – within a known, slow-changing context. Political discontinuity has also not assisted in attracting and developing a strong administration.

Untapped energy ...

Within a context of resource constraints, partnerships are frequently mooted as an option to assist with municipal service delivery. Although Saldanha Bay is blessed with strong intellectual, community and business competency, we have not tapped this resource sufficiently to work with us in meeting our challenges. State-owned enterprises and national departments which control assets that could be used for wider regional development have not been drawn in. They often relate to local government simply as business enterprises, rather than as levers of the developmental state.

2.2 Central questions

We believe that the complex and diverse developmental and management challenges that have to be addressed by Saldanha Bay can be stated in three strategic questions:

- Can we grow, meet our challenges and maintain what is special?
- How best can we approach creating a better life for all, and establish ourselves as a successful urban economy?
- Can we harness the energy associated with those whose aspirations have not been met, and overcome the fears of others, to assist development and share in the wealth, beauty and potential of our town and area?

The overarching strategy needs to respond to these central questions. It needs to provide an understandable, robust argument for addressing these questions positively.

2.3 Priorities

As a Municipality we have identified five strategic goals that cover all aspects of our constitutional mandate, and which we will deliver within an intergovernmental and inter sectorial framework. These goals are:

- The provision of basic services
- Municipal institutional development and transformation
- Local economic development
- Municipal financial viability
- Good governance and public participation

The critical interventions are fully canvassed in the 2008/ 09 IDP Review.

These goals are in alignment with provincial and national government policy directives, seeking amongst others:

- Shared growth.
- Increased access to opportunity for disadvantaged citizens.
- Increased sustainability of our towns and region, including minimising our “ecological footprint” and general impact on environmental resources.
- Maintaining the “sense of place of our towns and region, what is special about each and the area as a whole.

SECTION 3: TOWARDS A STRATEGY

As indicated above, the overarching space economy strategy is not the “vehicle” or conduit for all development and management issues in Saldanha Bay. The strategy is not presented as being comprehensive. It is deliberately focussed at identifying those space economy interventions with the highest impact and priority.

It also does not replace the existing IDP. Rather, it provides direction to future review of the IDP, its programmes, projects and resource allocation.

The way in which the strategy is packaged

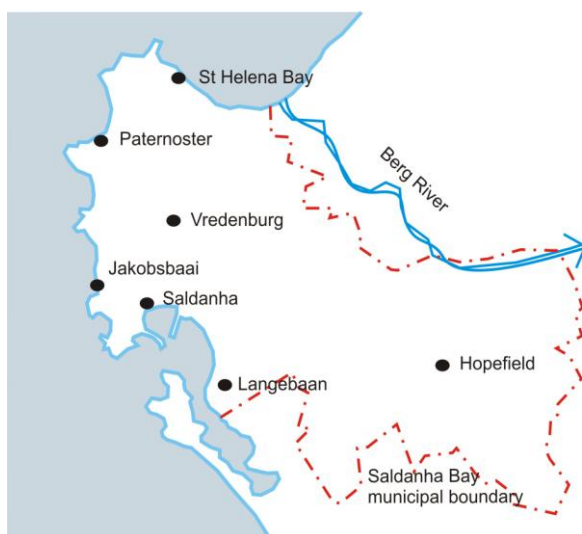
Two aspects characterise the packaging of the strategy.

The first is that the refined strategy is presented as a number of key points. It is both complete and concise. For integrated service delivery over time, it is necessary that municipal leadership and officials at all levels understand the strategy and its implications for the different services and interests that they represent. This cannot be achieved by presenting strategy in a number of weighty documents, each prepared by different services. The complete overall strategy needs to be presented in a manner which assists its internalisation by all. For this reason, the strategy is not only presented in words but also graphically. For different people, words carry different meanings. The use of a “graphic language” attempts to overcome this problem, clarifying the strategy in a further, common language.

Secondly, the strategy is presented as a “story” where successive actions build on each other. Traditionally, achieving meaningful integration is a difficult task in IDP formulation. Work is predominantly done within different services or functional areas and then “packaged” together as “integrated”. The aim with the refined strategy is to show how different actions – of different kinds and often undertaken by different services – are interdependent and only have full meaning if implemented together.

SECTION 4: THE CORE STRATEGY

4.1 Strategic thrusts



The main argument for the future development and management of the Saldanha Bay space economy revolves around three interdependent strategic thrusts.

The first is to **protect, maintain and expand our natural assets** – as the basis for all living – on and off shore.

The second is **maximise the productive capacity and livelihood opportunity associated with our major public infrastructure investments** (specifically the port and movement infrastructure) and to **structure human settlement in a manner**

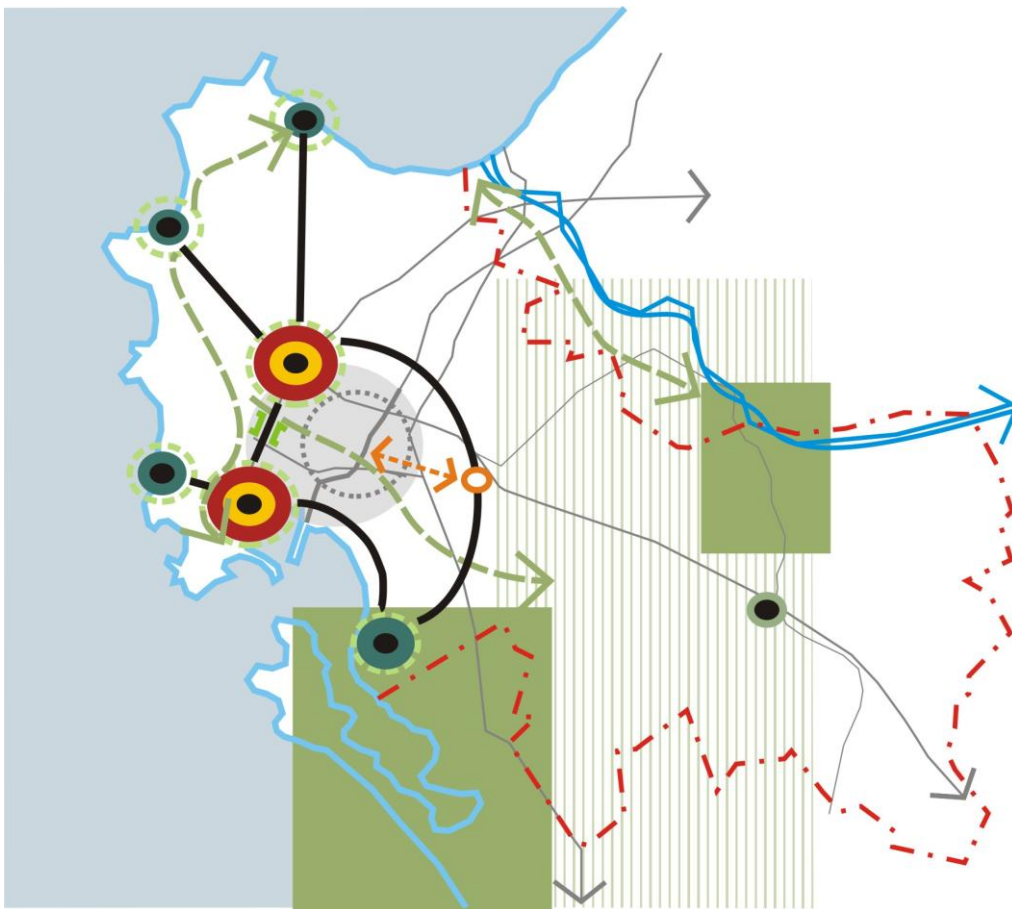
that makes existing settlements better, not bigger, as places of living, work, services and recreation.

The third is **institutional reform**. Without a strong, well-managed municipal institution and purpose built partnerships and institutional arrangements to support specific initiatives, the challenges and potential of Saldanha Bay Municipality will not be met.

4.2 The consolidated space economy strategy

The consolidated space economy strategy for Saldanha Bay illustrates:

- A **continuous system of marine and inshore nature areas**, of differing character (ranging from formally declared protected on-shore and marine areas, biodiversity corridors to crop and game farming areas) surrounding a system of settlements and associated infrastructure.
- A **system of interdependent settlements**, with distinct roles and complementary mix of activities. Saldanha and Vredenburg are the primary towns, with a number of small, specialist settlements, predominantly focused on tourism.
- A focus for **accelerated productive development in the back-of-port area** and central to Saldanha, Vredenburg, Langebaan and Langebaanweg.



4.3 Themes

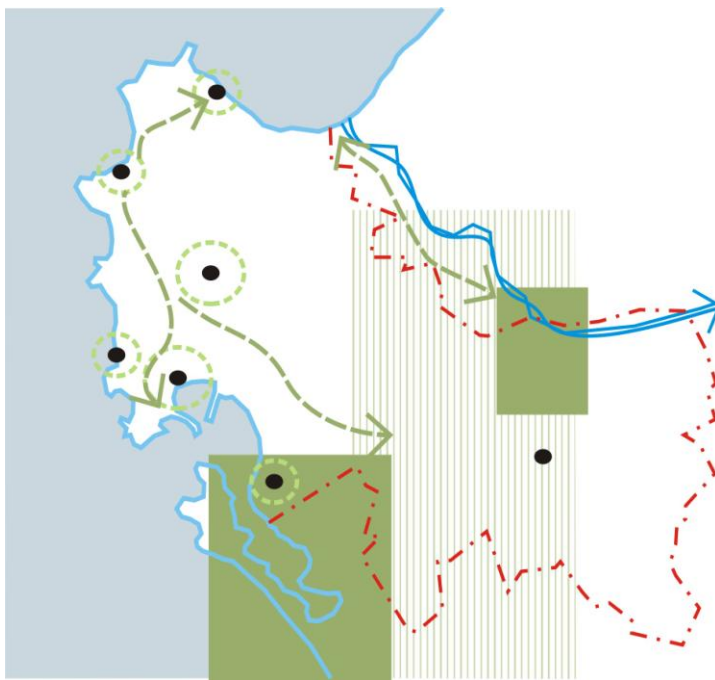
A more detailed explanation of the strategy is unpacked under five themes below. Each theme is illustrated graphically and described in “key focus areas”.

Theme 1| STARTING WITH NATURE

We have to work with, extend and celebrate Saldanha Bay’s environmental assets and resources. On the one hand Saldanha Bay has a unique, extraordinary rich and valuable natural environment. It is situated at the interface of Bioregions, and includes both terrestrial and aquatic critical Biodiversity areas, large and remnant untransformed natural landscapes, and formal public and private conservation areas of international significance. On the other hand, Saldanha Bay is part of a larger low rainfall region where freshwater run-off availability is limited, and unstructured sandy soils predominate. The broader region is also a deficient conventional energy area, and has historically had to import most of its power or power generating capability, as well as turn to alternative power generation such as nuclear energy.

Saldanha Bay’s special and limited natural resources are under increasing threat through inappropriate development and wasteful use. The continuing erosion of our natural assets in this way has significant negative long-term economic and social implications for Saldanha Bay. The natural environment is globally unique and central to our region’s economy. It supports agriculture, tourism, property values, quality living environments, as an attraction to major multi-national corporations for the location of their operations and is critical in providing essential life giving and life supporting ecological services.

A strategy of “Starting with Nature” demands both a spatial and non-spatial focus, outlined and illustrated below.

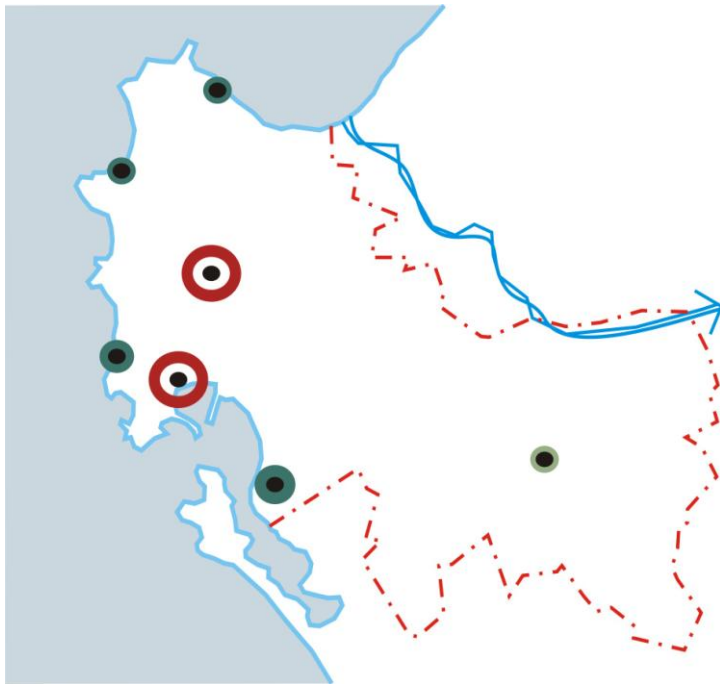


Key focus areas:

- Manage all aspects of the municipality and municipal area in a manner which respects nature.
- Gradually link all nature and agricultural areas (including formally declared protected on-shore and marine areas, biodiversity corridors and game farming areas) into a continuous spatial system as proposed in the Biosphere Spatial Development Framework.
- Maintain a clear “green” edge around all settlements – large and small – in Saldanha Bay Municipality.
- Do not permit “new” coastal or inland development which is not integrated with existing settlements.
- Over time, develop “green management” strategies for all municipal services (building on existing work in water services to include, for example, compulsory green energy installations in building development, grey water reticulation, a focus on non-motorised transport, and so on).

Theme 2 | SETTLEMENTS CLEARLY DEFINED

We have to refine the hierarchy and unique role of settlements in the Saldanha Bay municipal area as well as build on the current relationships between them. Each settlement should fulfil a complementary rather than a competing role in relation to each other. Making each settlement in the municipality the same will eventually weaken them all, and detract from the unique character of each.



Key focus areas:

- Maintain and extend the existing relationship, hierarchy and unique role of settlements in the municipal area.
- Ensure that new development in each settlement supports its existing position and role in the settlement hierarchy.
- Specifically support:
 - Vredenburg's role as the municipality's seat of government and administrative offices and main commercial centre.
 - The leisure and tourism role and character of smaller towns (as opposed to being commercial centres).
 - The potential of Hopefield to become an Eco-tourism services centre or "hub" within a spatially contiguous nature and agricultural area (as defined in the Biosphere SDF).

The proposed settlement hierarchy and function/ role of settlements in the Saldanha municipal area is illustrated in the table below (this work builds on and refines the settlement hierarchy proposed in the Draft SDF for Saldanha Bay Municipality).

HIERARCHY		SETTLEMENT	FUNCTION/ ROLE
EXISTING			
1		Vredenburg	Seat of government/ administrative offices Commercial centre Residential area
1		Saldanha	Commercial centre Tourism Fishing industry Naval academy
2		Langebaan	Leisure/ tourism Retirement centre
3		St Helena Bay	Leisure/ tourism Fishing industry Residential area
4		Paternoster	Leisure/ tourism/ "historicism"
4		Jacobsbaai	Dormitory suburb
5		Hopefield	Rural service centre Eco- tourism service centre/ "hub"

Theme 3 | BUILDING ON WHAT WE HAVE

We have to build productive capacity and livelihoods by maximising Saldanha's unique *existing* public infrastructure assets.

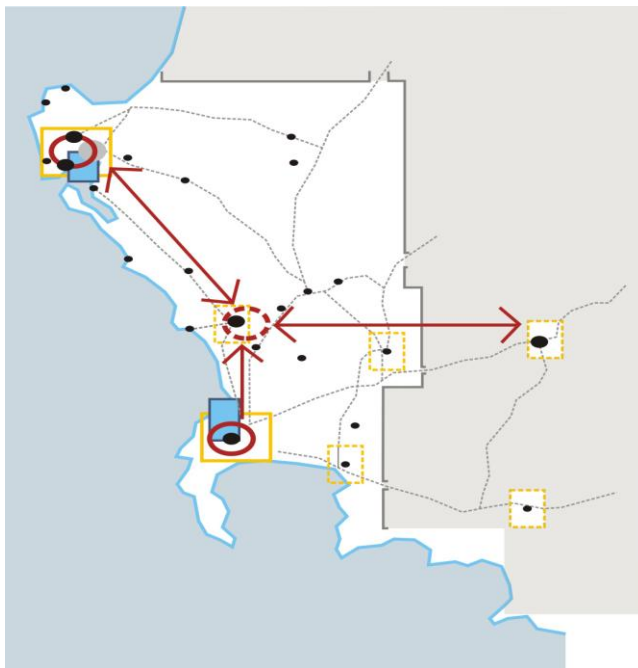
Saldanha Bay Municipality contains significant public infrastructure, specifically the deep sea port and movement linkages to the broader region. These elements represent a major public investment – not to be easily duplicated elsewhere – and could support local and regional development to a greater extent than is the case today.

Specifically, we want to use this infrastructure to support industry and manufacturing as opposed to solely being an “outlet” of raw materials. In support of the theme “Starting with Nature”, we believe that a “green” industrial zone could be established, both in relation to the outputs of enterprises and their way of operation.

The theme of maximising existing public infrastructure – focused on the port and associated movement linkages – has three dimensions.

Theme 3a | Build understanding of the big picture

The municipality will not be able to maximise the potential of the port and associated movement linkages on its own. Decisions on the future use of these facilities rest with State-owned enterprises, other government institutions, the Province of the Western Cape and the City of Cape Town. Also, much of the land in the vicinity of the port area is in private ownership. The Saldanha Bay Municipality do have a major role, specifically in building understanding of the “big picture” – how the port and Saldanha Bay's movement linkages can play a developmental role locally and in the broader Cape Town Functional Region.



Focus area:

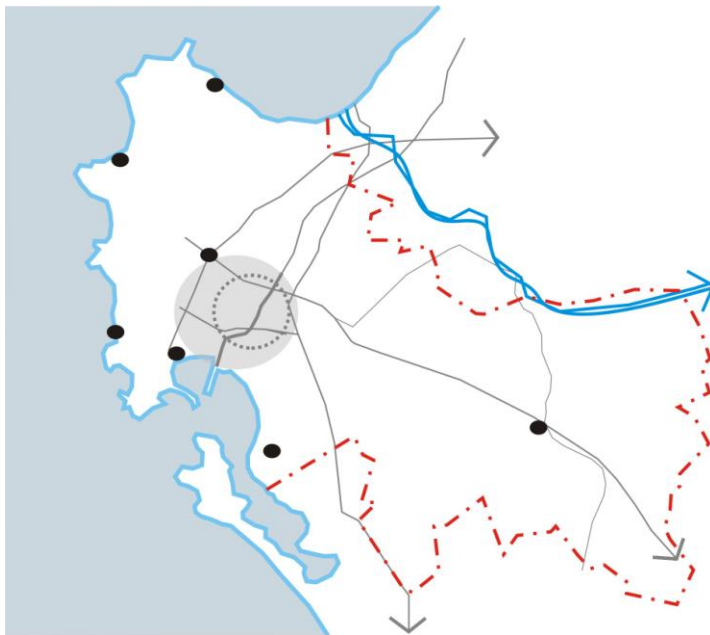
- *Promote the potential developmental role of Saldanha Bay, its port and movement linkages, within the Cape Town Functional Region with key government and non-government partners.*
- *Specifically promote a symbiotic relationship between the Saldanha Bay and Cape Town ports where the role of each is defined in terms of its unique locational advantages.*

Theme 3b|The back-of-port area reconsidered

The “back-of-port” area is the spatial focus for productive investment and development linked to the existing port and associated movement linkages. The area is large in size, and well situated between Saldanha, Vredenburg, Langebaan and in relation to existing infrastructure.

The Department of Economic Development and Tourism, Province of the Western Cape, have recently tasked WESGRO to undertake an economic and technical pre-feasibility study to test the viability of establishing an “Industrial Development Zone” within this area. The area is also identified as an “Industrial Corridor” in the Draft Saldanha Bay SDF.

Detail investigations will determine the most appropriate institutional and support arrangements for stimulating development in the area. For this reason, the space-economy strategy refers to the area as an **“accelerated development zone”** – a place where productive development should be promoted.



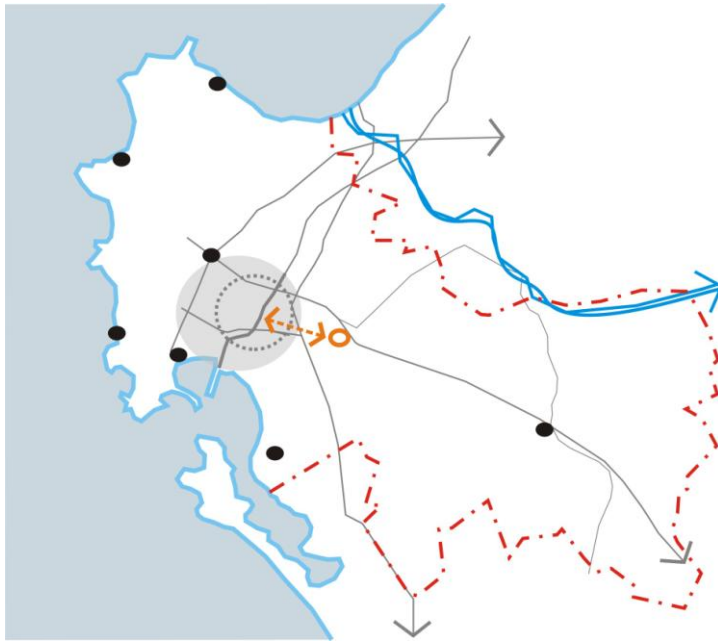
Focus area:

- Work with government, non-government and private partners and interests to establish the Saldanha Bay back-of-port area as an accelerated development zone.
- Prioritise specific development in this area to Saldanha’s strategic advantage (at this stage renewable energy production, support industry to the West African oil and gas fields, ship building and repair, steel production and manufacturing, and mineral production and manufacturing are considered).
- Favour enterprises which assist in providing local jobs, enterprise and skills development opportunity.
- Favour enterprises, service arrangement and a spatial configuration of activities in the Accelerated Development Zone which is supportive of the theme “Starting with Nature”.

Theme 3c|Langebaanweg revisited and integrated

Convenient and efficient movement of people and goods is critical to the success of industry and associated enterprises.

Apart from the port, rail and road links, Saldanha Bay Municipality also contains significant air movement infrastructure at Langebaanweg. Traditionally solely used by the SADF, it is believed that the commercial use of this facility can significantly increase the attractiveness of the accelerated development zone for investors and entrepreneurs.

**Focus area:**

- Explore partnerships with the SADF to use Langebaanweg's airstrip and associated facilities in support of the accelerated development zone, enhancing the attractiveness of this area for investors and entrepreneurs.

Theme 4| AN INTEGRATED SETTLEMENT SYSTEM

It appears that “settlement energy” has been dispersed over a prolonged period in Saldanha Bay Municipality. While demand for different land uses and services have been relatively limited, more and more new subdivisions having been approved and commercial areas established. The result is that existing settlement areas and associated services remain unutilised, or have been neglected.

We should ensure that this does not happen again with the establishment of the Saldanha Bay accelerated development zone. Rather, the opportunity should be used to develop a symbiotic relationship between existing settlements and specialised areas industrial areas.

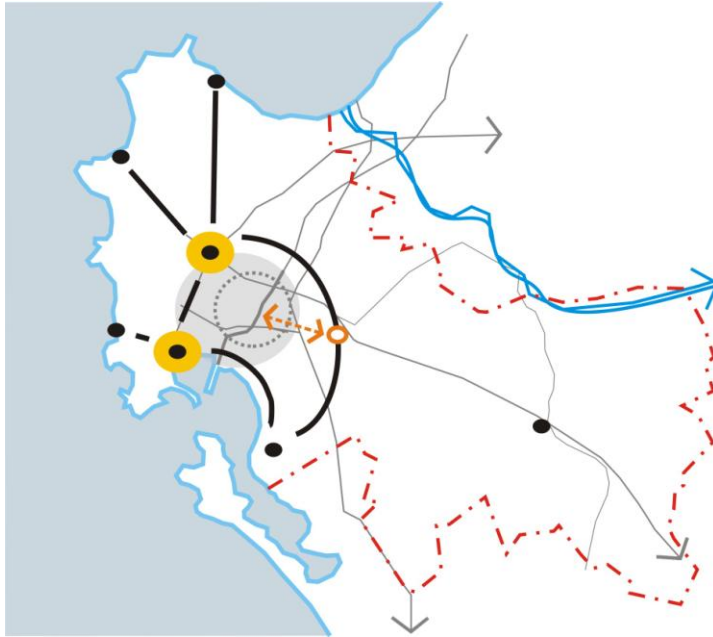
The accelerated development zone should not be viewed as a “new town” but rather as a specialised area established to grow opportunity and improve the system of settlements in Saldanha Bay. Thus, the accelerated development zone should not duplicate opportunity located in towns – or best to be located in towns – surrounding the back-of-port area. These towns, and specifically Saldanha and Vredenburg, should remain the main service and residential areas for Saldanha Bay. Should accelerated development in the back-of-port area succeed, and associated support functions (e.g. commerce, recreation, residential) be located within the existing towns, decline of these towns could be arrested.

Theme 4a| Strategic settlement growth focused on existing major towns

To facilitate better functioning towns surrounding the accelerated development zone and to allow for convenience between places of work, living and commerce, all current and new growth demands for housing, commercial and public facilities (including that associated with the accelerated development zone) should be largely met within Saldanha and Vredenburg.

The focus in Langebaan, Paternoster and St Helena Bay should be to meet the needs of people already working and living in these settlements.

Should Saldanha and Vredenburg be strengthened as the major settlements in Saldanha Bay, a convenient circular public transport system could be established over time.



Focus area:

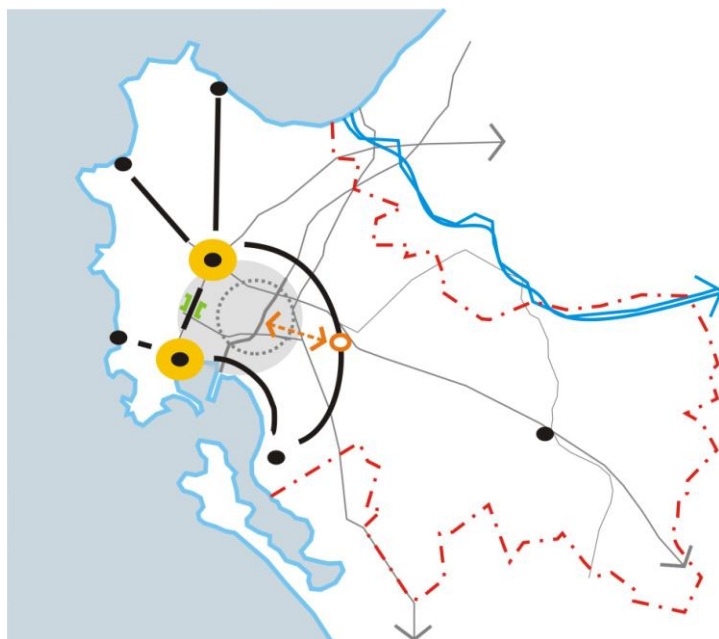
- *Locate new residential, commercial and public facility investment – both to address existing backlogs and that needed by the accelerated development zone – in Saldanha and Vredenburg. In this way, convenience and efficient service provision is assured.*
- *Apply the same principle to commercial development associated with the accelerated development zone. Allowing commercial development in the accelerated development zone will further deplete the potential of Vredenburg and Saldanha as places of living and work.*
- *In the smaller settlements of Saldanha Bay, new development should focus on the needs of people already working and living in these settlements (as stated elsewhere, Hopefield can, however, assume a new role as Eco-tourism service centre or hub).*

Theme 4b| Specialised Corridor between Vredenburg and Saldanha

In terms of the Draft Saldanha Bay SDF, the area of land along the R399 between Saldanha and Vredenburg is envisaged as a future development corridor, linking residential and commercial development between the two towns. A “development node” is proposed at the intersection of the R79 and R399.

Within the focus of making existing settlements better, not bigger – and in order to arrest the decline of existing settlements and associated infrastructure – it is recommended that this proposal not be supported.

At a future date, should the need arise this area could be used for corporate offices associated with the accelerated development zone or major education and similar institutions which value settings in “green” surrounds.



Focus area:

- *Resist “normal” urban development between Vredenburg and Saldanha. Rather deal with this area as a “holding action” for now. Should the need arise, this area could be used for corporate offices associated with the accelerated development zone or major education and similar institutions which value settings in “green” surrounds.*

Theme 5 | INSTITUTIONS EMPOWERED TO DELIVER

Finally, to deliver on our strategy, we have to develop institutions empowered to deliver.

This theme has eight dimensions, outlined below.

Theme 5a| The need to establish a new approach to managing the political/administrative interface at Saldanha Bay Municipality

The conventional notion of the political/ administrative interface in public institutions such as municipalities is depicted in the diagram to the left below. According to this conception political role players dictate policy, administrators are fairly passive and neutral actors executing policy and civil society act as relatively passive participants, “reacting” to the goods and services and “social benefits” of public policy outputs. This conception is obviously simplistic and flawed and often results in an unproductive relationship at the political/ administrative interface.

The second model depicted to the right below suggest that the public policy and public decision-making environment is indeed a shared arena in which elected party political representatives, appointed officials and members of civil society jointly participate in a balanced and constructive manner. This model therefore suggests that senior politicians and senior managers in a municipality should accept each other's roles in the decision-making and policy formulation process and that in the interest of good governance and management, they should seek to establish sound and sustainable means of interacting on policy and decision-making.



Theme 5b| The need to build a functional and effective executive management team

In light of reflections during the three-day Rapid Planning Session it is evident that urgent attention should be given to the task of building the executive management team into a functional and effective leadership unit. In this process specific attention will need to be given to *inter alia*:

- Defining and agreeing appropriate team roles and responsibilities (over and above formal organizational roles) for members of the executive management team
- Familiarizing team members with team dynamics, growth processes in teams and generic team management skills
- Developing project planning and project management skills as a team
- Developing strong team interaction and meeting management skills
- Developing conflict resolution skills within the team
- Developing a team code of conduct and ongoing team learning interventions
- Developing the critical interfaces between the executive management team, its political super-structure and the operational management of the institution

Theme 5c| The need to create strong planning and integration capacity at the centre

A key risk faced by Saldanha Bay Municipality is the lack of dedicated attention at the centre of the organization to plan organizationally and systemically. This task requires a great deal of institutional memory, institutional knowledge and a high level of cross-functional understanding and is currently been done via a range of disjointed sectoral management initiatives. A key task of the executive management team must be to plan and to coordinate and where required integrate the execution, monitoring and evaluation of all plans and actions. To achieve this, the executive management team may have to consider the creation of a centralized program management unit that co-ordinates, monitors and consistently evaluates the execution of the IDP, HSP, SDF, accelerated development zone initiatives and related planning processes.

Theme 5d|Reviewing executive management portfolios and the municipality's operational structure

A standard point of departure would be that most municipal institutions suffer as a result of capacity problems. As outlined during the Rapid Planning Session, capacity challenges manifest in three main areas, namely:

- Capacity challenges emanating from the **structure** of the institution, e.g. capacity challenges pertaining to structural duplication of effort, unclear roles and responsibilities, or lack of establishment (inadequate posts on the approved organization chart)
- Capacity challenges emanating from the **systems** of the institution, e.g. capacity challenges pertaining to dated technology, modern but inappropriate technologies, inadequate information flows or inability to interpret data in a timely fashion, or capacity challenges emanating from restrictive human resource management policies and practices
- Capacity challenges related to **human resources**, e.g. capacity challenges as a result of inappropriately or inadequately skilled human resources, or a counter-productive culture/ way of work

Many comments during the Rapid Planning Session pointed to the fact that staff morale, staff utilization and staff development could be suffering as a result of some of the capacity challenges outlined above. It is therefore recommended that a proper assessment of capacity constraints be undertaken and that a capacity enhancement program be embarked upon as the municipality prepares for the 2010/ 11 IDP.

Theme 5e| Developing a strong middle management cadre

A municipality's ability to deliver is significantly impacted upon by the presence or lack of skilled and experienced managers at the middle levels of the organization. It is therefore critical that capacity needs at this level be assessed as a specific focus and that the municipality's skills plans and recruitment, selection, and human capital retention activities be directed towards the gaps either existing or anticipated to develop at middle management level.

Theme 5f| Implementing management information, monitoring and reporting systems

Most municipalities suffer as a result of the lack of, the datedness and or the non-implementation of critical management information, monitoring and reporting systems. For instance, the need for financial "dash board" reporting and the lack of integration between IDP and financial management systems still plagues most municipalities. For a municipality the size and complexity of Saldanha Bay, the IDP, SDBIP and Institutional Performance monitoring and reporting systems should all be run in a manner that provides the executive

management and council with instant and ongoing tracking capabilities. It is important to note that a lack of up to date and readily available management information may be a critical contributor to the inability of the executive management team to shape political decision-making processes.

Theme 5g| Reviewing the system of delegations

From news reporting and discussion during the recent Rapid Planning Session it appears that Councillors and executive managers do not know the extent of their political and administrative delegations in terms of, for instance, the Municipal Structures Act, the Municipal Systems Act and the Municipal Finance Management Act. This may result in an upward delegation of managerial decisions to the political level, which in turn could fuel the fire of bad governance, and the blurring of the political governance/ managerial execution interface, and therefore accountability lines. The absence of clear management and administrative delegations may be contributing (1) to problems relating to the political/ administrative interface and (2) problems in respect of administrative and operational efficiency. It is therefore imperative that a review and re-affirmation of the system of political and administrative delegations be done and a new protocol be established between the political super-structure and the municipal manager and executive management team in respect of decision-making.

Theme 5h| Building inter- governmental and inter- institutional relations and capacity

Central to the success of the Saldanha Bay space economy strategy is the ability of the municipality to garner inter-governmental and inter-institutional support for the execution of its strategy. Many of the “partnership” challenges facing the municipality will require active support by other spheres of government, most notably the provincial government.

Many of the inter-institutional alignment challenges required for strategy implementation success involves key state owned enterprises such as Portnet, Transnet, and the Central Energy Fund. These are all large “business undertakings” in their own right, driven by balance sheet and bottom line considerations, not naturally attuned to local government developmental agendas and not necessarily on a natural good footing with the local authority. The skills, capabilities and institutional time and resources required to build productive inter-governmental and inter-institutional relations, maintain them and moreover forge meaningful partnerships, will have to be a prominent part of Saldanha Bay Municipality institutional capacity building program in the months ahead.

In addition those office bearers and officials in the municipality entrusted with the roles and responsibilities pertaining to external relations building, partnership formation and “deal structuring”, will have to work in a manner that enhances trust within the municipal mandating system and allows for early successes to be owned and shared by all.

SECTION 5 | NEXT STEPS

The overarching space economy is the outcome of an intense Rapid Planning Session involving senior Provincial and municipal officials. It is intended to strengthen the Saldanha Bay IDP, and align the work of sector interests. At a high level, it also shows how current ideas for accelerated productive investment in the back-of port area, and the more developmental use of existing infrastructure, can be integrated with key environmental and settlement management issues.

It is recommended that the draft space economy strategy for Saldanha Bay Municipality be used to:

- Strengthen the 2010/ 11 municipal IDP.
- Direct more detail work on sector frameworks and plans in the municipality.